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ABSTRACT

The outcomes of 50 meetings held in southern, central, and northern Saskatchewan to consider the development of community colleges in the province are presented. Recommendations as to the concept and development of community colleges are presented as to: purpose of colleges, size of region, method of operation, interagency coordination, college board, the role of school boards, special programs, educational media, the concept, financing, pilot projects, project objectives, staff needed in each pilot area, developmental activities at the provincial level, and a summary of development. A description of college operation is provided in relation to ongoing processes in the communities (needs assessment, resource identification, community decision making, and matching needs and resources), necessary staff functions (community education work, adult counseling, program development and instructional staff training, and administration), training needs (staff), and evaluation of the colleges. Four appendixes provide: The Principles of College Development; Community College Public Meetings; Briefs, Statements and Letters Submitted to the Committee; and a selected bibliography. (DB)

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PROVINCE OF SASKATCHEWAN

DEPARTMENT OF CONTINUING EDUCATION

REPORT OF

THE MINISTER'S ADVISORY COMMITTEE

ON

COMMUNITY COLLEGES

JC 740 215

AUGUST, 1972

C O M M U N I T Y C O L L E G E S

*priority to rural regions

*existing facilities used

*minimum permanent staff

*local people as staff

*existing resources used

*extensive use of media

*programs based on need assessment

*formal programs contracted

*informal community-based programs

*provincial libraries as resource centres

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Province of Saskatchewan

DEPARTMENT OF EDUCATION

AVORD TOWER, REGINA

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MINISTER'S ADVISORY COMMITTEE ON COMMUNITY COLLEGES

August 15, 1972

The Honourable Gordon MacMurchy,
Minister of Continuing Education,
Avord Tower,
Regina, Saskatchewan.

Dear Sir:

Herewith I transmit the final report of the Minister's Advisory Committee on Community Colleges which on your order was established February 15, 1972.

Members of the Committee have asked me to thank you for the opportunity of consulting the people of Saskatchewan and advising you on community college development in the province. We hope our recommendations will provide you with helpful guidelines for developing what is potentially the most exciting Community College system in Canada.

The Chairman, on behalf of the Committee, wishes to express appreciation for the fine work done by the Committee's Secretary, Research Assistant, Miss Marjorie Benson, throughout our deliberations.

Respectfully submitted,

Ron Faris

Ron Faris,
Chairman.

Province of Saskatchewan

DEPARTMENT OF EDUCATION

AVORD TOWER, REGINA

MINISTER'S ADVISORY COMMITTEE ON COMMUNITY COLLEGES

TERMS OF REFERENCE

The Minister's Advisory Committee on Community Colleges shall:

1. Advise the Minister on the role of community colleges in Saskatchewan's education system and the educational process throughout the province which would foster understanding of the philosophy and potential of community college development.

2. Advise the Minister on other matters related to the development of community colleges, including

   i) the identification of criteria concerning a community's readiness for a college;

   ii) the implementation and operation of community colleges in Saskatchewan.

In discharging its responsibilities, the Committee shall conduct a series of public meetings and hearings.

MEMBERS OF THE

MINISTER'S ADVISORY COMMITTEE ON COMMUNITY COLLEGES

Dr. Ron Faris (Chairman)	Regina
Miss Marjorie Benson (Secretary)	Raymore
Rev. Andrew Britz	Muenster
Mr. Peter Dubois	Fort Qu'Appelle
Mr. Jake Fehr	Regina
Rev. Bud Harper	Fort Qu'Appelle
Mr. Eldon G. Owens	Moose Jaw
Mrs. Betty Pepper	Saskatoon
Mr. L. A. Riederer	Regina
Dr. W. Brock Whale	Saskatoon

DEFINITIONS

The language and literature of adult education includes a number of terms which have no widely agreed-upon definitive meaning. For the purposes of this report therefore, the Committee wishes to make clear its use of the following terms:

Adult	- any person who is sixteen years or older and not a full-time student in an elementary or secondary school.
Adult basic education	- educational programs designed for upgrading of skills among adults to a Grade X level.
Adult education	- any educational programs designed to meet the needs of adults.
Community	- see description, page 8.
Community education	- see description, page 46
Formal learning	- part of a degree or diploma granting program, subject-centred, directed toward academic or vocational advancement, and normally conducted within a classroom setting.
Informal learning	- long or short term learning experiences in the interests of personal or community enrichment, with no formal examinations and often occurring outside the formal classroom.
Post-school	- concerning any adult who has left the elementary or secondary school system.
Rural	- that portion of Saskatchewan outside the four largest urban centres.

Chapter I

INTRODUCTION

Community colleges have been discussed in Saskatchewan for a number of years, but action has been limited to a number of studies and reports. The three volume Spinks Report of 1967, recommended the development of a system of "middle range" education. The McLeod Report of 1971 considered that community colleges had an important role to play in the total educational system. Draft legislation for community colleges was included in the Report of the Special Provincial Committee on Higher Education of 1970.

In the latter part of 1971, the Honourable Gordon MacMurchy, Minister of Education, called two invitational conferences to consider the development of community colleges in the province.

Several important areas of agreement were reached by conference delegates. There was general agreement that existing draft legislation over-emphasized academic and technical-vocational programs and that Saskatchewan must develop a unique system of community colleges with a particular emphasis on community development and community service.

It was emphasized that community colleges should be developed in response to the needs and wishes of people in local communities. It was also urged that the development of programs in rural communities should be the major priority. Because the existing draft legislation was contrary to the foregoing concerns, the draft bill was laid aside.

The Committee then held fifty meetings in southern and central Saskatchewan during April, and four in northern Saskatchewan (see Appendix B) in June. A number of persons in

communities were introduced to the seven principles by Mrs. Betty Pepper in visits during the month previous to the meetings. At these meetings, the seven principles were presented, and the college concept outlined in the principles, was discussed. Specific opinions were sought concerning such matters as council structure, size of region, and level and type of program. Small group discussion was encouraged whenever possible in the meetings. A period of open discussion, in which other concerns were raised and considered, was a vital part of each meeting.

Total attendance at the meetings was 1,770 persons in southern Saskatchewan and 127 in northern Saskatchewan. Just under one half of the participants were women. In addition to the 1,900 people who attended community college meetings, another 1,000 people joined in discussion of the college concept at meetings of other organizations at which the Chairman or members of the Advisory Committee were asked to speak.

Reasonably good coverage of the community college meetings was given by many of the daily and weekly newspapers of Saskatchewan, as well as by the radio stations. The lack of advertising, and, in some cases, promotion of community college meetings by the television media in some areas may have diminished the possible discussion of the concept in several regions.

In addition, 41 briefs were received on behalf of organizations and individuals. Thirty letters were received following the meetings (See Appendix C).

CHAPTER II

AN HISTORICAL PERSPECTIVE

A. Adult Learning in Saskatchewan

There is a firm historical foundation to adult education in the Province of Saskatchewan. From early days, Saskatchewan people have often been directly involved in affairs that affect them in an attempt to ensure that decision makers would not ignore the unique geographic and social-economic factors of their communities. Involvement carries with it learning. The planning and organization of new developments requires new information. Acquiring information and distributing it for more intelligent decision making became the concern of many organizations.

This function has continued. Government Departments such as Agriculture, Public Health, Welfare, Education, and the Culture and Youth Agency, have educational programs related to their services. The University of Saskatchewan has made its resources and information available through its Extension Departments. Organizations such as the Saskatchewan Wheat Pool, the credit union movement, the Saskatchewan Agricultural Societies and the Homemakers (Women's Institute), have a provincial network of people who have encouraged adult learning in order to achieve better ways of doing things. In addition, over 100 voluntary associations have adult learning programs of some description[1], and in 1970-71, $758,821.00 was spent by the people of Saskatchewan on adult learning programs offered by out-of-province private firms[2].

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[1]Saskatchewan Association for Lifelong Learning - "Who's Who in Adult Education", 1972.

[2]Department of Education, Applied Arts and Sciences Branch, 1971.

The difficulty today arises not from insufficient resources, but primarily from lack of co-ordination and an unequal distribution of resources. Too often the objectives and services of organizations overlap in some regions, while other needed services are non-existent or unavailable in other regions. More information and co-operation is needed if the educational needs of Saskatchewan citizens are to be served more efficiently and effectively.

B. The Role of the Department of Education

At no time has the Department of Education been the sole organization involved in adult education in Saskatchewan. However, because of the focus of this report, that department's involvement will be traced in detail.

The present role of the Department of Education in adult education is somewhat less than a rational evolution of policy based on past learnings and present needs. The role of the Department of Education in adult education has varied according to the emphasis and priority accorded it by each administration.

The first official Adult Education Branch was established in 1944. The aims were: (a) to liquidate social, scientific and language illiteracy; (b) to help clarify the thinking of citizens regarding fundamental issues confronting modern society; (c) to promote responsible and co-operative citizens action, and (d) to encourage integrated and creative community life. Policy emphasis was on 'study-action' and decentralization. Responsibilities of the field men were to set the stage for issue-centred study, secure the services of appropriate experts, and advise the local committees on discussion methods and follow-up. Responsibility

of the Department was to provide "appropriate and acceptable study material on any topic of interest to a group of citizens who aim at some constructive action in the community." This they did by either arranging distribution through existing sources or developing resources where none existed.[1]

Between 1945 and 1950, Lighted Schools, Basic English and Citizenship, and Publications programs were added to the Study Action. Ten regional field men throughout the province and their Regional Co-ordinating Committees acted as the co-ordinators, advisors and facilitators of adult education programs in the region. The Branch gained a nation-wide reputation. From 1950 to 1955 there were expanded efforts in regional co-ordination and extensive programs in the arts, public affairs, international affairs, human relations. By 1957 most evening classes were self-supporting and the Branch invested most of its energy in co-ordination and consultation services. Saskatchewan House was opened in 1958 and became an important conference centre as well as housing continuing education resources.

The Centre for Community Studies, established in 1957 under joint sponsorship of the Province of Saskatchewan and the University, provided some valuable research and resource material, before the withdrawal of provincial funds in 1964.

In 1963, the adult education division became the "Continuing Education Branch" and again regional field men provided leadership in community adult education. In 1966, however, the Branch was phased out of existence and the emphasis in adult education shifted away from community programming to the pressing need for expansion

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[1]Department of Education, Annual Report, 1944.

of the technical training capabilities of the Institutes of Applied Arts and Sciences.

The province withdrew its support of regional field staff. Confusion resulted as to the distribution of responsibility in adult education, particularly in the informal learning sphere. The local recreation boards of the newly formed Provincial Youth Agency assumed responsibility for some programs. Women's Institutes and other groups of concerned citizens provided programs as they were able, and some school boards accepted a responsibility for providing adult classes to the local community.

By 1971 it was evident that some form of reassessment was required of post-school education in the province. University enrolments were not reaching projected numbers; the technical institutes were unable to accommodate applicants; adult education programs were offered by some school boards and not others. On July 1, 1972, a Department of Continuing Education was established, whose function is, among other things, to bring about a rational and coherent system of post-school learning in this province. That system will include, through community colleges, co-ordinated informal adult learning at the local community level, and the formal adult learning resources available from provincial sources.

A provincial education system develops within a specific social-historical context. New developments, to be relevant, should be in tune with not only the history, but also the spirit of the people. The Committee took cognizance of these imperatives when it attempted to articulate its philosophy. The next chapter is an attempt to clarify some of the Committee's chief concerns.

CHAPTER III

A STATEMENT OF THE COMMITTEE'S PHILOSOPHY

> The sense of community in rural Saskatchewan, built on traditions of community participation and co-operation blended with self-help, is among the province's most valuable attributes.
>
> Learning continues throughout life and access to learning opportunities should be continuous.

These have been key assumptions in the deliberations of the Advisory Committee on Community Colleges. They underly all other assumptions -- that learning is a vital and necessary part of life as both a personal and social experience and that communities as well as individuals require new information and attitudes to meet new and changing conditions.

As an individual, a person plays many roles in life. These roles change, often with great speed. To meet these changes a person needs access to new learnings throughout life. Individuals must be able to recognize new learning requirements and assume greater responsibility for setting and pursuing their own goals. Self-assessment should be encouraged at an early age and when it has not been previously acquired should be emphasized in adult learning situations.

The adult learner has special characteristics. For an adult, the traditional student-teacher relationship is often both ineffective and inappropriate and greater recognition must be given to both an adult's ability to learn for himself and the real life experience he brings to bear. His membership in the group is important. Learning takes on a social dimension. The teacher is a resource, and the experiences become meaningful through group

interaction, rather than teacher directives. The student role of an adult is but one of many major roles he assumes, and must be played as part of his total responsibility to his occupation, family and nation.

Man is affected by personal and social factors. The influence of an individual on his community depends, in part, upon his knowledge, attitudes and skills. The interaction of individuals who share similar concerns produces a social dimension known as a community. This community, in turn, influences the people within it.

But there are forces outside the individual and his community which affect them both. In coming to grips with these forces, important learnings occur in individuals and in communities.

A strong sense of community still exists in rural Saskatchewan, as witnessed in the Committee's public meetings throughout the province. These meetings are assessed in the following chapter.

CHAPTER IV

PUBLIC OPINION

COMMUNITY MEETINGS

Introduction

The nature of the "public hearing" held by the Committee should be noted in assessing the public opinion heard at meetings. For most, it was the first exposure to the community college concept expressed in the seven principles. The Committee, therefore, recognized that many initial responses were based on either a previously held concept of community college or immediate reactions to the ideas presented.

The purpose of the meetings was to ask the public if the seven community college principles made sense and how they might be put into practice in their community.

Reaction to Principles

The degree of favourable or unfavourable response at the public meetings to the college concept, as found in the Minister's seven principles, was rated by a five point scale, from unfavourable (1) to favourable (5). The level of understanding of the concept was rated on a similar scale. The Committee's appraisal of these two dimensions was made following each meeting and a very positive relation between the two ratings became apparent. In the forty-two meetings where assessment was made, nineteen were rated 4 or higher; another nineteen were rated from 3 to 4; and three were rated between 2 and 3. Thus, in over ninety percent of the meetings rated, the public reaction was either favourable or very favourable.

Operational Aspects

At every meeting the Committee attempted to ascertain the feeling of the people in regard to a number of specific issues. These issues and the reactions are as follows:

1. The use of the term "Community College": In sixteen meetings, there was a generally favourable reaction to the term "Community College". In fourteen there was definitely a mixed reaction, while in nine there was a clearly unfavourable reaction and at ten meetings no reaction one way or another was evident. No alternative term which gained significant support arose from the meetings.

2. Regions: In twelve meetings there was a definite suggestion as to generally how far people in their area would be willing to travel to participate in community college programs. The range was from twenty to fifty miles; the average being thirty-five miles distance.

   Generally, there was dissatisfaction with using existing boundaries, whether they be school unit, health unit or other governmental boundary areas.

   Two concepts of area received general support. Especially in larger towns, the concept of the trading area as a viable college area was often suggested.

   At some meetings there was a hope that there be no college boundaries from the participants point of view. Persons would travel according to their level of interest. This suggestion is based on two contingencies; one, that funding would be provincial and, two, that councils would be formed without electoral lists.

3. Council: When discussing the problem of developing a representative council, there was a consensus that all social-economic interest groups in a community should be represented. There was no consensus, however, on how this might come about. Four categories of response were apparent. In over a third of cases some form of local election process was suggested. In over another third, some form of combined election and appointment processes was suggested, while the remaining third of the responses equally divided between those who wished some form of appointment and those who made no specific suggestion. In rural farm areas a clear desire for some form of college organization in which decision-making was truly a local affair. The concept of locally based community education workers was widely approved.

4. Finance: The overwhelming view at most meetings was in favor of provincial funding with a supplementary fee structure in tune with the local social-economic conditions. There was a concern that fee structures should not become a barrier to the participation of people of all economic classes who would benefit from programs. In only three meetings was there any discernible desire for a local property tax component. In some meetings concern was expressed that colleges not be developed at the expense of the elementary and secondary systems.

5. Definition of Adult: There was general acceptance of the Committee's suggestion that the term "adult" be widely defined, and that priority be given to those between early

school-leaving age and senior citizens; that is sixteen years and older. A very strong plea was heard in almost one half of the meetings for an even broader definition of the potential student body, and for the inclusion of people of all ages in a community college program. In such a community college a student would be defined as any person who could benefit from the program of a college.

6. Level and Type of Program Desired: While generally there was a wide range of interest in academic, vocational-technical, and community education programs, some generalizations appear useful.

The groups that most clearly desire university credit programs appear to be professional groups, such as teachers and social workers. Groups which desire university non-credit programs of the business and professional diploma form, are often small businessmen found in rural towns and cities.

It is in the cities and larger towns of Saskatchewan where the strongest request for vocational-technical programs appear, while in the rural farm areas, a concern for a range of community-education programs (often with emphasis on community leadership training) and a variety of programs for personal enrichment was clearly evident. There was a clear consensus that community college councils be empowered to set their own program and budget priorities in accordance with local needs.

Women in rural areas appear to be discontented with their learning opportunities. Lack of encouragement and opportunities to engage in Manpower programs was reported in several meetings. In a significant number of meetings women expressed concern about what they felt was the lack of opportunity for participation in a wide range of personal enrichment programs.

There appear to be some areas in which program development by a variety of governmental and other bodies is needed. For instance, in many areas there is an interest on the part of local merchants to develop work-study programs. There is an interest in many areas of rural Saskatchewan about the implications of the new Income Tax Act, and in a number of smaller towns a very real concern about upgrading opportunities for early school-leavers or drop-outs. Many senior citizens expressed a desire for learning opportunities.

Summary: As a result of the meetings, the Committee became even more aware of the unique nature of every community they visited, and of the necessity of developing a college system flexible enough to meet varying community needs and aspirations. It is apparent that a strong sense of community still exists in much of rural Saskatchewan. It is also evident that a wide range of learning opportunities is desired. It is equally clear that many untapped resources exist in this province. Expert farmers, local artists and teachers, to name a few -- people all with knowledge or skills worth sharing -- are found in

many areas. At virtually every meeting, participants suggested competent local people who had skills or knowledge which would enrich others in their community.

WRITTEN SUBMISSIONS

In addition to the fifty-four meetings, the Committee received the written submissions of interested individuals and groups.

Forty-one briefs were received from twenty-nine groups and twelve individuals. Thirty-five supported the college principles, six were non-commital, emphasizing instead aspects of college programs, none were negative about the philosophy embodied in the principles. Six briefs were from provincial organizations. The Saskatchewan School Trustees and the Saskatchewan Teachers' Federation presented a joint brief. The Saskatchewan Association for Lifelong Learning (SALL) submitted two briefs. Several cities had active representation--three city councils, three urban boards of education, three chambers of commerce expressed their views. Many thoughtful briefs were submitted by individuals. Excellent research was embodied in briefs by five Master's students of the University of Saskatchewan, Regina.

The provincial bodies tended to give comprehensive treatment to three areas of concern; aspects of finance, governance, and implementation. Programs of a more traditional nature were emphasized by civic groups; while individuals often expressed concern that the colleges provide opportunities for personal and community enrichment. With few exceptions, individuals made the strongest plea for community development processes as a key to any college's successful operation.

The briefs reflect a consensus in several major areas.

First, there is strong support for provincial funding with a reasonable fee structure. Second, there is support for the planned phase-in of any colleges. Many groups have urged the development of pilot projects in a sufficient number of areas to test the college concept's practicability and to allow for needed experimentation in differing situations.

There was no unanimity regarding college governance. Several provincial organizations suggested various forms of appointment. The S.S.T.A.--S.T.F. brief recommended that representatives of every school board in college areas be included on the college board and that ministerial appointees "be kept at an absolute minimum". SALL urged ministerial appointments in order to assure that there were representatives of "that segment (of society) which is not commonly represented on official boards of any kind". While several urban school boards sought school board representation, several other local bodies expressed the view that school boards should not play a major role. The Lloydminster City Council urged ministerial appointments while the Battleford Agricultural Society urged a variety of local bodies representation. Both briefs, however, emphasized that college councils should be absolutely independent of school board management.

There was a consensus regarding college boundaries in the briefs of civic groups. The concept of the trading area as a viable college area was frequently expressed, as was the concern that existing school facilities, usually the comprehensive high school in the area, be used as a basic college resource. There was a call for a wider definition of the term 'adult' in many

briefs. A portion of the Lloydminster City Council brief expresses this concern well:

> "At present there is emerging in increasing numbers a new, courageous, highly committed group of young adults who want something different from that which universities continue to offer. They are genuinely concerned with pollution, ecology, conservation of nature, and above all, they are concerned with peace, poverty, and humanity. Society should accept the challenge to offer this eager group the tools and academic skills required to meet the change to allow them to serve humanity at home or in distant lands. They are concerned with improving the quality of life. They are looking for practical means to do this. Community colleges could take the lead in this much neglected area of our present education system."

The concern for a major thrust of community development was expressed by a group of interested individuals who presented a brief on "The Community College: Catalyst for Problem Solving" in which they urged that a college have an active outreach to uninvolved community segments. They echoed the concern of many that the colleges offer leisure time courses, community problem solving programs, consumer education, life-skills and family education. They termed the college concept:

> "the most exciting innovation in human development if it can be operationalized--if it becomes merely an extension of existing educational institutions, we cannot be optimistic about the future of community colleges."

The brief of the Wapella Study Group reinforced this view. It urged that colleges be different from present educational institutions and that they must assist people to learn to think, to be creative, and to be active citizens.

The concern for the effective use of educational broadcasting was stated by the Saskatchewan Association for Lifelong Learning in its brief on educational and community television. It requested that the Canadian Radio and Television Commission be

urged to postpone any hearings in Saskatchewan until a study was done of the Province's needs, and that the hearings for Saskatchewan license applications be held in Saskatchewan rather than, as is often the case, in other distant provinces. The brief also suggested that consideration be given to establishing a co-ordinated policy in which educational and community programming would be a co-operative educational enterprise in which university facilities would be more fully used as a provincial resource and that community colleges would be focal points of community and educational broadcasting via cable-vision.

Thirty letters were received of which twenty-five expressed support for the college principles; three were negative and two non-committal. Several letters were received from rural school boards, rural trustees and Home and School Associations; the remainder were from a variety of individuals concerned about continuing education. Almost every letter included suggestions for possible programs in the correspondents' area and several emphasized the need to make more effective use of radio and television for educational purposes.

CHAPTER V

COLLEGE CONCEPT AND DEVELOPMENTAL RECOMMENDATIONS

The committee considered a number of alternatives for a name to capture the unique concept of Saskatchewan's college system. Consistently, the search for a new name, one which carried with it the emphasis on community and the non-institutional nature of the concept, was countered by the recognition of the familiarity and acceptance of the word 'college'.

It was agreed that the name "community college" should be retained, and that the regional designation should be simple,descriptive and distinctive. It was also agreed that the college name should not be that of the city which is the administrative centre of the region. For instance, a college in the Swift Current Area might be called 'Cypress Hills Community College'.

The Committee recommends:

THAT THE NAME OF ANY COMMUNITY COLLEGE
BE _____ COMMUNITY COLLEGE,
PROVIDING THE NAME BE A REGIONAL
DESIGNATION RATHER THAN THAT OF A CITY
OR TOWN.

The college concept has arisen out of the total considerations of philosophy, public opinion, and the Committee's investigations of present post-school learning opportunities in Saskatchewan. A number of biases were discovered in the existing educational system which influenced the Committee's concept of the kind of college necessary in Saskatchewan. The

present biases, the new college concept, and the development seen necessary to achieve that concept are described in the following pages.

Purpose of Colleges

The Committee discovered a distinct age and budgetary bias in the present system. Provincial grants in 1970-71 to the K-XII system totalled 80 million dollars; grants to the post-school system totalled 55 million, 42 of which was granted to the university, and 11 million to the technical vocational programs. Amounts remaining for any other adult programming were relatively small.

Our resources have been concentrated on education for the young. While this is legitimate, it tends to overlook the fact that learning is continuous throughout life. Co-ordination could make existing resources available to a larger portion of the population, but at present, little is available for the 500,000 persons over 24 years old in Saskatchewan. This is true in a province which has the highest proportion of persons between the ages of 55 and 69 in Canada.

The Committee also discovered a strong geographic bias in the present system. Current post-school opportunities are primarily confined to the major urban centres. Extension budgets constitute a relatively small percentage of total university and technical institute budgets.

In addition, rural adults are often unaware of many of the educational services that are available to them through a variety of government departments, agencies, and other organizations.

These two factors greatly influenced the Committee's concept of the kind of colleges necessary. On the basis of the desire of people for relevant learning in their communities, and the present maldistribution of existing adult learning opportunities, the Committee recommends:

THAT THE PURPOSE OF COMMUNITY COLLEGES SHALL BE TO MAXIMIZE OPPORTUNITIES FOR CONTINUING EDUCATION THROUGH A DECENTRALIZATION OF FORMAL ADULT LEARNING OPPORTUNITIES AND THE ORGANIZATION OF PROGRAMS AT A COMMUNITY AND REGIONAL LEVEL TO MEET INFORMAL LEARNING NEEDS;

AND

THAT COLLEGES BE DEVELOPED ON A REGIONAL BASIS WITH PRIORITY IN DEVELOPMENT GIVEN TO RURAL AREAS.

Size of Region

The Committee was constantly reminded that regions must not be too large. Ease of access is particularly a factor in participation in informal programs. Reality demands, however, that the population base of any region be sufficiently large to permit economically viable programs. What this means in terms of college boundaries requires testing. It is therefore recommended:

THAT DECISIONS CONCERNING THE EXACT BOUNDARIES FOR COLLEGE REGIONS BE MADE FOLLOWING THE PILOT PROJECT DEVELOPMENTS:

BUT

THAT WITHIN A REGION, INFORMAL LEARNING PROGRAMS BE OFFERED IN THE LOCATION OF THE MAJORITY OF THE PARTICIPANTS AND THAT FORMAL LEARNING PROGRAMS BE DECENTRALIZED WITHIN THE REGION TO THE EXTENT DETERMINED FEASIBLE BY THE BOARD.

Method of Operation

There already exists in rural Saskatchewan a large number of under-used facilities, both in schools and communities. Educational buildings tend to be built at a particular time to meet particular needs. They are static, and, within a short time, programs tend to be developed to meet the needs of the campus and buildings. The same is true of acquired permanent staff. Formal programs are especially subject to this danger.

It is extremely important that the processes of institutionalization be avoided in community college development in Saskatchewan. To this end the Committee recommends:

THAT COMMUNITY COLLEGES OFFER PROGRAMS IN EXISTING SCHOOL AND COMMUNITY FACILITIES OBTAINED ON A RENTAL BASIS RATHER THAN DEVELOP THE TRADITIONAL CAMPUS MODEL:

AND

THAT COMMUNITY COLLEGE PROGRAMS BE ORGANIZED TO MEET IDENTIFIED NEEDS AND BE DISBANDED WHEN THE NEED IS MET;

AND

THAT COMMUNITY COLLEGES ACQUIRE A MINIMUM OF PERMANENT STAFF, ACQUIRING SERVICES ON A CONTRACTUAL BASIS AS REQUIRED TO MEET CURRENT PROGRAM NEEDS;

AND

THAT COMMUNITY COLLEGES GRANT NO DEGREES OR DIPLOMAS, BUT THAT FORMAL PROGRAMS BE CONTRACTED AS REQUIRED FROM EXISTING EDUCATIONAL INSTITUTIONS;

AND

THAT CERTIFICATION OF FORMAL PROGRAMS BE THE RESPONSIBILITY OF THE EDUCATIONAL AGENCY OR INSTITUTION FROM WHICH THE PROGRAM IS CONTRACTED.

To this end, it is recommended:

THAT THE DEPARTMENT OF CONTINUING EDUCATION BEGIN NEGOTIATIONS IMMEDIATELY WITH THE UNIVERSITY AND TECHNICAL INSTITUTES IN ORDER TO MOBILIZE EXTENSION SERVICES MORE FULLY AND TO DEVELOP CONTRACTUAL AND COST SHARING ARRANGEMENTS FOR THE DELIVERY OF PROGRAMS THROUGH A COMMUNITY COLLEGE.

While certification would be the responsibility of the contracted agency, decentralization of courses will require more instructors. The Committee believes that skilled local people would be employed as fully as possible in college programs. It is further recognized that the urge for professional status has led educators to emphasize the acquisition of professional trimmings--credentials, jargon and traditional responses. The Committee believes that these are not necessarily the most important qualities of a successful instructor. Therefore it is recommended:

ACCREDITING INSTITUTIONS BE ENCOURAGED TO DEVELOP TRAINING PROGRAMS OR ACCREDITATION POLICIES WHEREBY LOCAL PEOPLE MAY BE RECOGNIZED TO TEACH FORMAL PROGRAMS.

Of those adult education programs presently offered, the Committee found a large majority concentrating on the work role. A number of government departments and other organizations have resources available to communities for a wide variety of learnings, however, through lack of information, the services are

not fully used. Further, many local persons have skills and knowledge which could benefit individuals and the community.

Considerable emphasis in community college development should be given to stimulating and organizing informal programs It is therefore recommended:

THAT NON-CREDIT PROGRAMS BE ARRANGED, IN CO-OPERATION WITH GOVERNMENT DEPARTMENTS AND OTHER ORGANIZATIONS, ON AN AD HOC BASIS, IN RESPONSE TO INDIVIDUAL AND COMMUNITY ECONOMIC, CULTURAL, RECREATIONAL OR SOCIAL LEARNING NEEDS.

In all cases it is recommended:

THAT LOCAL PERSONS BE INVOLVED AS FULLY AS POSSIBLE IN INSTRUCTIONAL AND OTHER ROLES WITHIN THE COLLEGE PROGRAM.

Interagency Co-ordination

Adult education services are already available from many government departments, institutions and agencies, but no agency alone has the resources to serve the total needs of the community or a human being. Colleges will be effective to the extent that they can simplify access to these resources. The aim would be that present agencies, maintaining their own identity, would serve people more effectively because of the information received as a result of college need assessment processes.

Effective co-ordination requires that each agency identify its objectives, its resource capabilities and the terms under which its resources are available. The college will be only interested in those parts of agencies' programs concerned with education. Where programs exist, the college should counsel students into

existing programs of the agency. In cases where adequate programs do not exist, the college will negotiate with the agency.

Voluntary co-ordination will be achieved only if, by co-operation with colleges, an agency's status is enhanced or its specific aspirations furthered. The benefits of co-ordination will be improvement of service to the community through more effective use of the agency's program. To achieve the benefits, however, will require a deliberate continuing effort and mature leadership on the part of agencies and colleges. Success may well depend upon the skill with which it is initiated and handled.

A commitment will be required on the part of government authorities to provide the necessary resources and leadership to ensure response by their field staff to program requests which will arise from community college needs assessment. This means, in practice, that in so far as the program requested falls within the objectives of the organization, that organization accepts as part of its regular staff 'load' the provision of such service.

The co-operation of non-government-supported agencies is equally important. Immediate steps will be required to work out arrangements to make resources available to meet needs identified by colleges.

The Committee trusts that needs identified by community education workers would be considered by other government departments as if they were identified by their own. It is recommended:

THAT THE COMMUNITY COLLEGE SHALL NOT DUPLICATE SERVICES, BUT AIM TO MAXIMIZE THE USE OF EXISTING RESOURCES.

In particular, it is recognized that an effective distribution mechanism for resource materials already exists in the provincial system of regional and branch libraries. With expansion, and with the inclusion of all municipalities in its network, information requests to supplement programs could be serviced quickly and efficiently throughout the province. It is therefore recommended:

> THAT THE PROVINCIAL LIBRARY SYSTEM FUNCTION AS THE RESOURCE DISTRIBUTION SYSTEM FOR COMMUNITY COLLEGES, AND THAT TRAINING AND FINANCIAL RESOURCES BE PROVIDED TO MAKE THIS POSSIBLE.

The Committee observed that priorities for present programming are set with little or no effort to involve potential participants in need identification. People are accustomed to being told by educational institutions what programs are available. Little attempt is presently made on a systematic basis to determine what programs are needed and wanted by individuals and communities, or what human and physical resources exist in communities. It is therefore recommended that:

> A SYSTEMATIC NEEDS ASSESSMENT AND RESOURCE INVENTORY PRECEDE THE ESTABLISHMENT OF COMMUNITY COLLEGE PROGRAMS AND THAT THESE PROCESSES BE ONGOING IN COMMUNITY COLLEGE OPERATION.

College Board

No two communities or regions are alike. Needs vary. Some communities will benefit most from a heavy concentration of upgrading and technical-vocational courses; others will desire a greater emphasis on leisure time and civic programs. The unique character-

istics of each region must determine the direction each college will take. It is therefore recommended:

THAT EACH COMMUNITY COLLEGE BE GOVERNED BY A COLLEGE BOARD, AND THAT PROGRAM PRIORITIES WITHIN THE COLLEGE BE THE RESPONSIBILITY OF THE BOARD.

Ideally, 'a council representative of the region' should be achieved by election. There are, however, several difficulties with this. Social science research shows that significant elements of the population are not in fact proportionately represented through election procedures. Further, a college function that is neither understood nor experienced by the community is not likely to receive enthusiastic turnouts on election day. It is therefore recommended:

THAT AN INTERIM BOARD BE APPOINTED BY THE LIEUTENANT GOVERNOR IN COUNCIL TO GOVERN EACH COLLEGE IN ITS INITIAL DEVELOPMENT;

AND

THAT IN NO CASE PERMANENT PROCEDURES FOR ACQUIRING BOARDS BE ESTABLISHED UNTIL THE COLLEGE FUNCTION IS WELL UNDERSTOOD WITHIN THE COMMUNITY;

THAT THE SIZE OF THE INTERIM BOARD BE NO LARGER THAN NINE MEMBERS, INCLUDING THE COLLEGE DEVELOPER WHO WOULD BE PRESENT IN AN ADVISORY CAPACITY;

THAT LAY BOARD MEMBERS RECEIVE A PER DIEM ALLOWANCE.

The Role of School Boards

Taking the province as a whole, the Committee's findings

suggest that the school board administration of an adult education program is not entirely satisfactory either for many boards for for some communities.

In 1970-71 the average amount spent by the sixty School Units in Saskatchewan on adult education programming was less than $300.00 per Unit. Almost one-third of the school boards had no offerings in adult education. Only in some of the major urban school board areas were substantial amounts of money expended on adult learning opportunities, and in most cases the largest proportion of this money was provided for Federal Manpower Programs.

Several reasons were suggested for this. To begin with, many boards find that elementary and secondary systems absorb all their time; a view accepted in many communities.

Structurally, it is difficult for boards to gain access to the provincial resources, both in government departments and existing educational institutions, which are necessary for effective adult programming.

Philosophically, many boards are unprepared to deal with the different nature of the problems which adult education imposes. As a representative of Graton Roman Catholic Separate School District No. 13 put it, "The mentality needed to direct this wider concept of community education is different than that governing elementary and secondary boards." In no School Unit adult education program is there any structured community education component and in very few is there any counselling program.

For those that do provide programs, the grant structure is not encouraging. Most boards have difficulty undertaking the publicity often necessary to meet minimum class requirements, and

when they do, grants are insufficient to cover costs. It is therefore recommended:

THAT AS A COMMUNITY COLLEGE BECOMES OPERATIONAL, ANY EXISTING SCHOOL BOARD ADULT EDUCATION PROGRAMS BECOME THE RESPONSIBILITY OF THE COLLEGE BOARD.

Special Programs

It is estimated that over a million Canadian adults have Grade VIII or less education. For many of these people, important aspects of life such as job opportunities or social activities may be limited by their lack of basic education.

Today adult basic education is provided by the Provincial Department of Education in co-operation with the Federal Manpower Department. Dissatisfaction with the programs was expressed across Canada at recent Senate Poverty Committee hearings. Federal regulations were universally condemned as too narrow and inflexible. Many teachers of basic education are dissatisfied with their working conditions and opportunities for further education. Therefore it is recommended:

THAT THE GOVERNMENT OF SASKATCHEWAN BE PREPARED TO EXTEND ITS FINANCIAL SUPPORT, IF NECESSARY, TO MAKE ADULT BASIC EDUCATION PROGRAMS AVAILABLE TO ALL.

THAT ADULT BASIC EDUCATION PROGRAMS CONTINUE TO BE OFFERED IN CO-OPERATION WITH THE DEPARTMENT OF MANPOWER AND IMMIGRATION, BUT THAT THE DEPARTMENT

OF CONTINUING EDUCATION CO-ORDINATE THE IMPLEMENTATION, AND EXERCISE CONTROL OVER CURRICULUM AND SCREENING OF STUDENTS.

Participation in existing adult education programs tend to be by people in the more favoured social economic strata of society. Research has shown that relatively few members of the lower socio-economic strata participate in adult education programs. Therefore it is recommended:

THAT SPECIAL PROGRAMS BE DEVELOPED TO ENCOURAGE THOSE FROM THE LOWER SOCIO-ECONOMIC STRATA TO AVAIL THEMSELVES OF RELEVANT LEARNING OPPORTUNITIES.

In addition, many individuals and communities will require assistance in setting educational objectives and programs. A counselling capacity is required, but counselling will uncover needs that are not limited to education. Therefore it is recommended:

THAT CLOSE COMMUNICATION BE ESTABLISHED WITH THE HUMAN RESOURCES DEVELOPMENT AGENCY OF THE GOVERNMENT WITH A VIEW TO CO-OPERATING IN THE COMMUNITY AND COUNSELLING COMPONENT OF THE COLLEGE'S PROGRAM.

A part of these special programs will relate to people of Indian ancestry. A particular program could be held, by arrangement, on location in Reserves or local communities. People of Indian ancestry should benefit from the community college process with the resources of the counselling and community services being available to them.

The Committee recognizes that the federal government holds responsibility for education of Treaty Indians. The community

college could be a mechanism for more effective needs assessment and program direction, but should undertake funding of the programs only under appropriate cost-sharing agreements. The Cultural Centre in Saskatoon has potential for expansion as a provincial resource in this area.

Educational Media

The classroom lecture is only one of a number of teaching methods. To achieve decentralization of learning resources, as well as to recognize the special characteristics of adult learners, more flexible instructional methods must be developed. Among the most important of these will be the use of educational media. A provincial communications policy should be established with a major emphasis on the coherent utilization of modern technology for educational purposes. To carry out such a policy, equipment should be co-ordinated, and production facilities rationalized. This is a highly sophisticated and expensive field, requiring specialized skills, knowledge and planning. It is therefore recommended:

> THAT PLANNING AND PREPARATION FOR DEVELOPMENT OF A CO-ORDINATED SYSTEM OF EDUCATIONAL MEDIA BE UNDERTAKEN BY THE DEPARTMENT OF CONTINUING EDUCATION TO PERMIT MAXIMUM ACCESSIBILITY AND OPTIMUM DELIVERY OF LEARNING PROGRAMS TO SASKATCHEWAN ADULTS.

The Departments of Education and Continuing Education should rationalize and undertake program production to meet their needs, but the costly nature of telecommunications makes interdepartment co-operation mandatory if mismatched equipment and duplicated facilities are to be avoided. Every effort should be made, in addition, to achieve interprovincial co-operation. It is therefore

recommended that:

THE DEVELOPMENT OF A COMMUNICATIONS NETWORK, NECESSARY TO DELIVER EDUCATIONAL MEDIA PROGRAMS, BE RATIONALIZED THROUGHOUT THE GOVERNMENT;

AND

THAT EVERY EFFORT BE MADE TO ACHIEVE INTERPROVINCIAL CO-OPERATION IN DEVELOPMENT IN THIS FIELD.

But learning is not a one way process. With the advent of cablevision, means exist for two way communication, as well as program production by local communities to meet their own particular needs. It is therefore recommended:

THAT COMMUNITY COLLEGES SHOULD BE USED AS THE LOCAL MECHANISM FOR EDUCATIONAL AND COMMUNITY PROGRAMMING IN ANY FUTURE CABLE BROADCASTING SYSTEM IN THE PROVINCE;

AND

THAT IN THE EVENT THAT ANY PROVINCIAL CROWN CORPORATION BE DEVELOPED FOR EDUCATIONAL BROADCASTING, IT REPORT THROUGH THE MINISTER OF EDUCATION.

Special consideration should be given to the most effective use of media for educational purposes in the north. This could include the development of programs involving native languages, etc.

The Concept - In Summary

The Committee has attempted to develop a community college concept which would maximize opportunities for continuing education. The ideal is a learning system so much an integral part of a community that no single set of buildings or group of people would be considered the college campus or college staff. Rather, the

community would be the campus and those with knowledge and attitudes worth sharing, the potential staff and students. The 'college' would manifest itself wherever learning programs were offered--whether in a farm house, a community hall or church basement, or a school facility.

The college concept includes a learning system flexible enough to respond to the learning needs of a wide range of individuals and communities throughout Saskatchewan. A college will be a mechanism to help a community identify and assess its needs as well as those resources, human and physical, which could help meet those needs. The concept assumes that learning goes on during the process of need and resource identification and assessment, and as individuals and communities consider alternatives and establish priorities in meeting their needs.

The college concept has developed as a conscious attempt to redress the imbalance of educational opportunities which presently exists.

The function of a college will be to serve all sectors of a community. The program of a community college can go beyond those of degree and diploma granting institutions to assist any individual or group in developing relevant learning programs. It will include a special concern for the less privileged, less articulate and less motivated within communities. Hopefully, a community college will create a climate of support and a sense of community for those who previously had neither.

The concept views the college in chiefly a co-ordinating and facilitating role rather than as a traditional programming institution. Learning resources, human and physical, from a

variety of government and voluntary agencies will be called upon whenever feasible. Data collected and needs identified during the college's on-going need assessment process will be transmitted to suitable existing organizations. The college's programming function will be to offer programs appropriate to its educational style which are not presently available.

Financing

The Committee recognizes that the major source of funds for community colleges will be provincial grants, supplemented by fees from individuals and organizations who are using the college's facilities. Student fees could reasonably constitute an average of 20% of total costs, with college boards having the option to subsidize, through other more lucrative programs, uneconomic programs it sees as priorities. Provincial funds will include federal moneys allotted under cost-sharing program agreements. Any grant structure for community colleges should provide for each area a recognized level of basic expenditure, including adequate recognition of special geographic problems.

Detailed arrangements will be necessary in contract and cost-sharing courses. The Committee suggests that instructional and program costs be the responsibility of the contracted agency to the extent to which the course fulfills an objective for which the organization is already funded, with the college covering travel and facility costs. Arrangements for funds to permit agencies to undertake the required expansion will have to be worked out. If no organization or government department is presently funded to fulfill such a purpose, the college should consider covering the total costs of the program.

Adequate recognition should be provided for programs involving lower socio-economic groups. Fees, according to ability to pay or a provincially standardized fee scale, could be considered for certain courses. This may be done through a special fee structure for programs and recognition accordingly in the grant formula. Close communication will be required with the Human Resources Development Agency to maximize resources in this field.

Budgets would be prepared annually by the college board to operate on an April 1 to March 31 fiscal year, and submitted to the Department of Continuing Education in accordance with the normal procedures. The Committee recommends that consultative budget reviews be conducted by the Department of Continuing Education. It is therefore recommended:

THAT COMMUNITY COLLEGES BE FINANCED BY PROVINCIAL GRANTS (INCLUDING FEDERAL FUNDS) SUPPLEMENTED BY STUDENT FEES.

THAT NO DECISION REGARDING A GRANT FORMULA BE TAKEN UNTIL THE COMPLETION OF THE PILOT PROJECTS.

THAT COLLEGE BOARDS BE REQUIRED TO SUBMIT ANNUAL BUDGET REQUESTS, AND THAT THE DEPARTMENT OF CONTINUING EDUCATION MAINTAIN A SYSTEM OF CONSULTATIVE BUDGET REVIEWS.

Development

Pilot Projects

The Committee recommends the following regions for the first pilot college developments:

Humboldt Region

Yorkton - Melville Region

Two to three other rural regions geographically distributed in northern and southern Saskatchewan.

Special Situations

Prince Albert

In recognition of the fact that a 'community college', incorporated under The Societies Act, has developed in Prince Albert, and that the programs are strongly vocational-technically oriented, the Committee recommends that consideration be given to the incorporation of the present programs in a recognized vocational centre in Prince Albert.

Lloydminster

The unique position of Lloydminster makes the development of an interprovincial community college the most reasonable alternative for that area. Because working out of arrangements will take some time, it is recommended that negotiations begin immediately with the Province of Alberta for the development of an interprovincial community college in the Lloydminster area.

The North

The Committee recognizes that special circumstances prevail in northern Saskatchewan. Because of the unique nature of the organization, programs and relationships which will be required, it is recommended that at least one of the pilot developments be located in northern Saskatchewan.

Meadow Lake

The Committee urges further reconsideration by those responsible for planning the Meadow Lake Adult Education developments, especially with respect to the establishment of permanent facilities

and programs. The community college philosophy should be considered in any further development to ensure maximum service to communities.

Project Objectives

Finance

1. To document the cost of development, operations and program.
2. To experiment with different budgetary formulas.
3. To determine the human resources necessary to develop and operate a college.

Size of Region

4. To determine factors influencing the feasible size of college regions.

Board

5. To experiment with the formation of college boards reflecting different socio-economic segments of the region.

Methods

6. To experiment with wider and more varied use of media.
7. To experiment with more innovative methods of delivering university and technical-vocational extension services to rural communities.
8. To experiment with ways of gaining the participation in college programs of those not presently making use of educational programs.
9. To utilize local resources as fully as possible in all aspects of community college programming.

General

10. To demonstrate benefits and limitations of a college.
11. To identify factors that will require consideration in further college development.
12. Such objectives as may be identified by the Department of Continuing Education in the developmental process.

Staff Needed in Each Pilot Area

1. College Developers

The colleges will be as good or as poor as the initial staff who works to develop them. These persons must be capable of motivating and stimulating individuals and communities, and of organizing resources for concrete action. The success of interagency co-operation in any area will primarily depend on the leadership qualities of these persons. Their tasks would be to:

(1) conduct an intensive survey of the area to determine education needs;

(2) conduct survey research into
- existing physical facilities and resources;
- existing adult education programs and services available in the community;
- potential local skills and human resources;
- potential development projects for the area;

(3) advise the Minister concerning appointments to the Interim Board and assist the Board in

setting its initial priorities;

(4) make arrangements at the discretion of the Board for initial programs.

2. Other Staff

Clerical and other assistance as required by College Developer should be recruited from the local community.

Developmental Activities at Provincial Level

1. Assistant Deputy Minister of Colleges

This person must be appointed immediately. He must be philosophically grounded in the uniqueness of Saskatchewan college development and an able, action-oriented administrator. He would be responsible for overseeing the total community college development, including staff recruitment and the pilot projects. Interdepartmental and interagency policy development as well as federal-provincial policy development should also fall within his duties. This person would be directly responsible to the Deputy Minister of Continuing Education.

2. Training Resources

The success or failure of community colleges will be determined by the competence and personalities of staff. The Department of Continuing Education must provide pre-service and in-service training of these personnel.

3. Public Education

It can be assumed that there is now a wide range of expectations amongst the Saskatchewan public with

respect to what community colleges are and how they will be developed. An informational program that is both extensive and intensive will be required to orient people's thinking so their expectations can be close to what can be realized. The program might include:

At the time legislation is passed, an informational program to communicate to the general public and, in particular, to the pilot project areas

(a) the role of community colleges relative to other educational institutions;

(b) the nature and purposes of colleges.

4. Research and Evaluation Resources

(1) An operations research capability will be necessary to:

(a) provide regions with basic research instruments and data to assist them in assessing their formal and informal needs and resources;

(b) assist in the development of experimental programs;

(c) assist colleges in the collection and analysis of data to assist process, program and organizational effectiveness;

(d) maintain a data bank.

Such capability would be directly related to college development and should be under the purview of the person responsible for community

colleges. Housing would be a matter of feasibility. Because of the contingencies of computer and other instrument accessibility, it may be reasonable to house this in the Central Research Unit of the Department of Continuing Education, but it should remain a distinct branch within that unit.

(2) In addition, colleges must take their rational place as part of the total continuing education development. It is assumed that the respective roles and emphasis of each of the post-secondary institutions will be under the continuous evaluation by the Department of Continuing Education. This will require research information from the Central Research Unit concerning provincial adult education needs in the light of manpower requirements and future projections re informal learning for social development.

5. Distribution of Functions

Provincial Services
- budget reviews
- rationalization among colleges
- public education
- development in non-college local communities
- initial staff training
- libraries
- media
- co-ordination and joint interagency training

- resources for continuous staff development

College Services

- community co-ordination
- identification and use of local resources
- budget requests
- needs assessment
- counselling
- staff development (in co-operation with outside resources)
- initiation of requests for use of provincial resources

Organization of these functions into particular staff positions would be a matter for determination by the Department of Continuing Education.

Summary of Development

PHASE I: 1972-73

At Provincial Level:

The Assistant Deputy Minister of Colleges is appointed to:

- recruit staff and operationalize pilot projects;
- determine present services available;
- mobilize resources for training;
- mobilize programs.

Enabling legislation is passed.

At Community Level:

Staff in field to conduct needs assessment, resource inventory and syntheses of program needs.

Initial college board formed and program priorities set.

Initial college board should submit budgets to begin program operation, fall of 1973.

Following evaluation of the pilot projects, decisions would be made regarding the most viable size of region; hence the boundaries for college development; the number of development staff necessary to effectively develop an area; the most effective training programs; and the requirements for provincial resources.

PHASE II: 1973-74

By the fall of 1973, the initial pilot areas should begin operating programs with their own staff. Based on evaluation of the 1972-73 pilot projects, additional regional development staff could be recruited for new areas of development.

CHAPTER VI

COLLEGE OPERATION: A DESCRIPTION

The ongoing visible unit of the community college would be an office which would be the contact point for college activities.

1. Needs Assessment:

A major ongoing responsibility of the college staff will be to assist in individual and group need identification and assessment. A wide variety of methods could be used. Questionnaire and interview surveys and discussions with small groups and local community leaders, as well as need assessment techniques developed by the Department of Extension, University of Saskatchewan, would be used depending upon the situation in each community.

Needs assessment will encourage individuals to ask questions about the development of themselves and their communities. Individuals will be encouraged to ask "what do I need to learn?" From some the answer will be immediate: "conversational Ukrainian", "auto mechanics for women", or "the latest techniques in hog production". For others, the answer will not be ready. Many adults are either unaware of what they need to learn or unable to clarify and express their needs. With appropriate counselling, learning needs can usually be articulated.

The sum total of these answers will indicate what learning opportunities are needed. In a larger context, individuals will be encouraged to ask: "What is happening to our community?" "Is there anything we want to do about it?" "What can we do?"

Often communities will need more information before making this last decision. This information is part of their community educational needs. Following a decision to act, more information is often needed to accomplish specific projects. The acquisition of such information and any related community action is a learning process which uncovers subsequent needs:

2. Resource Identification:

A systematic resource search beginning at the community level, moving to the agency level, and then to the provincial level is necessary. This is a three-part process. First, each community must be clear about the resources that exist--human and physical--within its reach. Knowledge of the programs and personnel of existing organizations and the conditions under which they are available is essential. An inventory of people with talents worth sharing and of physical facilities available for local use is necessary.

Secondly, most agencies or organizations that exist within a community are part of a larger network, and as such have resources available to them from outside within the existing framework of their organization. Many of these are available, but not at present being fully utilized. What is the cost and what are the conditions for their use by individual communities?

Third, each community must be aware of what resources are available from provincial departments, institutions, or voluntary agencies or organizations which do not have field staffs or local organizations. It will be the responsibility of the Department of Continuing Education to see that this

information is provided through the colleges--in particular concerning the resources available from government departments, the University of Saskatchewan and the Saskatchewan Institutes of Applied Arts and Sciences.

3. Community Decision-Making: Priorities in Development:

College boards which will have the aggregate of individual and community educational needs before them must set priorities to make sure that the most critical needs receive attention first. Out of this process should come development plans that will provide the basis for individual enrichment and community action.

4. Match Needs and Resources:

The resource search can stop at whatever level the resource is found. Once information concerning the existing adult learning programs and services is collected, it must be distributed effectively throughout the area. Once a knowledge of people and program resources has been gained and college objectives have been set, resources have to be matched with the needs. The first step is to match existing local resources with identified needs. Some resource people will be used immediately; others will desire orientation or training sessions before becoming active instructional or resource staff in a community college setting. The second step is to negotiate with an existing community agency or organization to bring in resources which are not presently utilized in the area.

The third is to negotiate directly with the provincial

resource for service. In the case of the Department of Continuing Education, this will be negotiations for educational media or training resources necessary from university, technical institutes or the college development division.

Needs for which no resources can be identified, inside or outside the community, should be brought to the attention of the regional college developer and in turn the Department of Continuing Education. Negotiations may be necessary at provincial government level to fill the gap.

STAFF FUNCTIONS NECESSARY

1. Community Education Work:

Personnel is required in order that continuous need assessment and program development is carried on in local communities. They will offer themselves to organizations as an assistant in understanding what forces are at work within the community and in identifying what is needed to either control the forces or channel them in a desirable way. They will assist the joint planning of organizations at the local level to achieve maximum use of their educational resources. They will keep the rest of the college team informed of learning needs. They will assist in training local leaders as part of the community education teams. A major goal will be the participation of an increasing number of a community's members.

2. Adult Counselling:

An adult counsellor is needed first to help people identify life goals that are realistic to their abilities and then provide information concerning available educational programs at area, regional and provincial levels that can help achieve these goals.

There are many adults, especially in the lower social-

economic strata, whose school experience was negative. For these people a college counsellor should be a source of encouragement and support until self-confidence is gained. Education cannot be treated in isolation from other aspects of a person's life. Experience in Manitoba and other areas indicates that often the most effective counselling is accomplished in a broad-family-oriented approach. Co-operative use of resources from other government agencies such as the Human Resources Development Agency (HRDA) should be explored, if the broad approach necessary is to be effectively carried out.

3. Program Development and Instructional Staff Training:

Most members of the college's instructional team who will be local resource people, are skilled in a particular area and contracted for a specific program. Many will need training and orientation in regard to instructing adults. Consultation would be available through the college to give leadership in program planning to provide this training and assist lay teachers in developing appropriate programs.

4. Administration:

An administrator will be required who is sensitive to the unique philosophy of the community college being proposed, whose role will be to manage the financial resources and to make all the necessary arrangements for programs, once needs are determined and priorities set. He will be responsible for carrying out the college board's policy and creating an organizational climate in which the college's personnel can function effectively. He must maintain the communication triangle between the board, staff and community and be responsible for official public relations.

A major function would be that of relating to the Department of Continuing Education.

TRAINING NEEDS

1. Staff:

It is re-emphasized that the success or failure of the community college will be determined by the competence and personalities of staff. Core staff would require training consistent with the professional requirements of the position. Ideally, all such staff should participate in a pre-employment training program offerd by the Department of Continuing Education in regards to the college concept and operation, their role-function, and the local college content.

EVALUATION

1. Colleges:

Several different kinds of evaluation should be conducted on an ongoing basis at a community college. In all cases it is hoped that the major source of information could be self-evaluation by staff and students, with the emphasis on performance rather than paper credentials.

- Evaluation of students in contracted courses will be the responsibility of the contracted agencies rather than the community college. Contracted agencies will be encouraged not to be limited to traditional evaluation methods.
- Staff evaluation should be on the same basis of performance, rather than paper credentials and should be done through self and peer evaluation. In-the-role trial periods and creative in-service training should be a

part of every staff member's experience.

- Programs should be evaluated by staff and students of the college against their standards of relevance and quality.
- The college board, having stated its objectives at the beginning, should be able to evaluate its program on their own terms.

SUMMARY OF RECOMMENDATIONS

Name

1. That the name of any community college be _____ Community College, providing the name be a regional designation rather than that of a city or town. (p.18)

Role

2. That the purpose of community colleges shall be to maximize opportunities for continuing education through a decentralization of formal learning opportunities and the organization of programs at community and regional levels to meet informal learning needs. (p.20)

3. That colleges be developed on a regional basis with priority in development given to rural areas. (p.20)

Size of Region

4. That decisions concerning the exact boundaries for college regions be made following the pilot projects. (p.20)

5. That within a region, informal learning programs be offered in the location of the majority of participants, and that formal learning programs be decentralized within the region to the extent determined feasible by the college board. (p.20)

Method of Operation

6. That community colleges offer programs in existing community and school facilities obtained on a rental basis rather than develop the traditional campus model. (p.21)

7. That community college programs be organized to meet identified needs and be disbanded when the need is met. (p.21)

8. That community colleges hire a minimum of permanent staff, acquiring services on a contractual basis as required to meet current program needs. (p.21)

9. That community colleges grant no degrees or diplomas, but that formal programs be contracted as required from existing educational institutions. (p.21)

10. That certification of formal programs be the responsibility of the educational agency or institution from whom the program is contracted. (p.22)

11. That the Department of Continuing Education begin negotiations immediately with the University and technical institutes in order to mobilize extension services more fully and to develop contractual and cost sharing arrangements for the delivery of programs through a community college. (p.22)

12. That accrediting institutions be encouraged to develop training programs or accreditation policies whereby local people may be recognized to teach formal programs. (p.22)

13. That non-credit programs be arranged, in co-operation with government departments and other organizations, on an ad hoc basis in response to individual and community economic, cultural, recreational or social learning needs. (p.23)

14. That local persons be involved as fully as possible in instructional and other roles within the college program. (p.23)

15. That a community college shall not duplicate services, but aim to maximize the use of existing resources. (p.24)

16. That the provincial library system function as the resource distribution system for community colleges, and that training and financial resources be provided to make this possible. (p.25)

17. That a systematic needs assessment and resource inventory precede the establishment of community college programs and that these processes be ongoing in community college operation. (p.25,pp.43-45)

18. That each operating community college have the following capabilities:
    (a) administration
    (b) community education
    (c) counselling
    (d) program development. (pp.46-47)

College Board

19. That each community college be governed by a college board, and that program priorities within the college be the responsibility of the board. (p.26)

20. That an Interim Board be appointed by the Lieutenant Governor-in-Council to govern each college in its initial development. (p.26)

21. That in any case no permanent procedures for acquiring boards be established until the college function is well understood within the community. (p.26)

22. That the size of the Interim Board be no larger than nine members, including the college developer who would be present in an advisory capacity. (p.26)

23. That lay board members receive a per diem allowance. (p.26)

Special Programs

24. That as a community college becomes operational, any existing school board adult education programs become the responsibility of the College Board. (p.28)

25. That the Government of Saskatchewan be prepared to extend its financial support if necessary to make adult basic education programs available to all. (p.28)

26. That adult basic education programs continue to be offered in co-operation with the Department of Manpower and Immigration, but that the Department of Continuing Education co-ordinate the implementation, and exercise control over curriculum and screening of students. (p.28)

27. That special programs be developed to encourage those from the lower socio-economic strata to avail themselves of learning opportunities. (p.29)

28. That close communication be established with the Human Resources Development Agency of the government, with a view to co-operating in the community and counselling component of the college's program. (p.29)

Educational Media

29. That planning and preparation for development of a co-ordinated system of educational media be undertaken by the Department of Continuing Education to permit maximum accessibility and optimum delivery of learning programs to Saskatchewan adults. (p.30)

30. That the development of a communications network be rationalized throughout the government. (p.31)

31. That every effort should be made to achieve inter-provincial co-operation in development in this field. (p.31)

32. That community colleges should be the local mechanism for educational and community programming in any future cable broadcasting system in the province. (p.31)

33. That in the event that a provincial crown corporation be developed for educational broadcasting, it report through the Minister of Education. (p.31)

34. That during phase-in of the provincial community college system, any programs which may be developed through educational media be available to individuals or groups in non-college areas through the regional libraries or the existing adult education mechanism.

Finance

35. That community colleges be financed by provincial grants (including federal funds) supplemented by student fees.

36. That no decision regarding a grant formula be taken until evaluation is possible of the pilot development projects. (p.34)

37. That college boards be required to submit annual budget requests, and that the Department of Continuing Education maintain a system of consultative budget reviews. (p.34)

38. That reasonable financial provision be made for participation in college programs of any person who wishes to learn. (p.28)

Pilot Projects

39. That pilot projects, geographically distributed throughout the province, be initiated as soon as possible. (pp.34-35)

40. That the objectives of the pilot projects be as follows:

Finance

i) to document the cost of development and program operation;

ii) to experiment with different budgetary formulas;

Size of Region

iii) to determine factors influencing the feasible size of college regions;

Board

iv) to experiment with the formation of college boards reflecting different socio-economic segments of the community;

Methods

v) to experiment with wider and more varied use of media;

vi) to experiment with more innovative methods of delivering university and technical vocational extension services to rural communities;

vii) to experiment with ways of gaining the participation in college programs of those presently not making use of educational programs;

viii) to utilize local resources as fully as possible in all aspects of community college programming;

General

ix) to determine the human resources necessary to develop a college;

x) to demonstrate the benefits and limitations of a college;

xi) to identify factors that will require consideration in future college development;

xii) and any such objectives as may be identified by the Department of Continuing Education in the developmental process. (pp.36-37)

41. That a college development team be employed for each pilot project area. (p.37)

42. That college developers, working with local people, be responsible for determining educational needs and existing human and physical resources, with advising the Minister concerning a college board, and with making arrangements at the direction of the board for initial programs. (p.37)

Department of Continuing Education

43. That an Assistant Deputy Minister of Colleges be employed immediately to be responsible for the implementation of pilot projects and all other matters related to college development, and that he acquire staff as necessary to assist him. (p.38)

44. That the Department of Continuing Education make provision for training and orientation of all community college personnel, including continuing education programs for members of interim and subsequent boards. (p.38)

45. That an operations research capability be developed in the Department of Continuing Education to assist colleges in acquiring information necessary to plan and evaluate programs. (p.39)

46. That a continual analysis be made by the Department of Continuing Education of adult education programs sponsored by public and private agencies to provide a basis for co-ordination. (p.40)

Province of Saskatchewan

47. That the Central Planning Agency of the government initiate the research and policy formation processes necessary for the development of manpower policies in tune with the needs of Saskatchewan citizens, and that the Department of Continuing Education be responsible for the related rationalization of institute and college programs in the area.

48. That the Central Planning Agency of the government be urged to initiate discussion among government departments to develop policies which would lead to the co-ordination and articulation of community service functions, and that this include consideration of how a common core training program for all government community development workers might be developed.

APPENDIX A

THE PRINCIPLES OF COLLEGE DEVELOPMENT

The following principles were used as basis of discussion at the 54 Community College public meetings:

1. A community college's major responsibility is to promote formal and informal adult learning in its regional community.

2. Programs are to be developed in response to the expressed concerns of a community which has identified and assessed its needs.

3. A community college shall provide individual and group counselling in the establishment and achievement of educational goals.

4. A community college shall assist in community development by offering programs of community education and service. In rural areas it will serve as a mechanism for the maintenance and development of a viable way of life.

5. A community college shall not duplicate existing educational services or facilities for adults; rather, it shall co-ordinate the delivery of all adult educational services to the community.

6. A community college shall be governed by a council representative of the region.

7. The operation of community colleges shall be under the purview of the Minister of Continuing Education.

APPENDIX B

COMMUNITY COLLEGE PUBLIC MEETINGS

SOUTH & CENTRAL SASKATCHEWAN

Assiniboia	Kinsmen Centre Hall	April 4, 1972, 2:00 p.m.
Biggar	Community Hall	April 14, 1972, 2:00 p.m.
Carlyle	Community Hall	March 29, 1972, 2:00 p.m.
Chaplin	Community Hall	April 7, 1972, 10:00 a.m.
Choiceland	Community Hall	April 4, 1972, 2:00 p.m.
Coronach	Legion Hall	April 4, 1972, 10:00 a.m.
Davidson	United Church Hall	April 10, 1972, 2:00 p.m.
Elrose	Legion Hall	April 11, 1972, 10:00 a.m.
Esterhazy	Masonic Hall	April 13, 1972, 2:00 p.m.
Estevan	Legion Hall	March 29, 1972, 8:00 p.m.
Fort Qu'Appelle	High School Aud.	April 13, 1972, 8:00 p.m.
Glaslyn	Community Hall	April 13, 1972, 10:00 a.m.
Gravelbourg	Legion Hall	April 4, 1972, 8:00 p.m.
Humboldt	St. Augustine School Gym	April 11, 1972, 8:00 p.m.
Kamsack	Victoria School Aud.	April 6, 1972, 8:00 p.m.
Kerrobert	Legion Hall	April 11, 1972, 8:00 p.m.
Kindersley	Kinsmen Hall	April ~~11~~, 1972, 2:00 p.m.
Leader	Catholic Parish Hall	April 6, 1972, 2:00 p.m.
Lloydminster	Elks Hall	April 13, 1972, 8:00 p.m.
Maidstone	Legion Hall	April 14, 1972, 10:00 a.m.
Maple Creek	Elks Hall	April 5, 1972, 8:00 p.m.
Melfort	Civic Centre	April 5, 1972, 2:00 p.m.
Melville	Legion Hall	April 14, 1972, 2:00 p.m.
Moose Jaw	Union Centre	April 7, 1972, 2:00 p.m.
Moosomin	Elks Hall	April 13, 1972, 10:00 p.m.
Nipawin	Elks Lodge	April 4, 1972, 8:00 p.m.

North Battleford	Friendship Centre	April 12, 1972, 8:00 p.m.
Outlook	Legion Hall	April 10, 1972, 8:00 p.m.
Oxbow	Legion Hall	March 29, 1972, 10:00 a.m.
Ponteix	Knights of Columbus Hall	April 5, 1972, 10:00 a.m.
Prince Albert	Recreation Centre	April 17, 1972, 8:00 p.m.
Radville	Legion Hall	March 30, 1972, 10:00 a.m.
Regina	Public Library	April 21, 1972, 10:00 a.m. and 2:00 p.m.
	St. John's United Church	April 20, 1972, 8:00 p.m.
	Regina Union Centre	April 20, 1972, 8:00 p.m.
Rosthern	Ukrainian Parish Hall	April 18, 1972, 8:00 p.m.
Saskatoon	Public Library	April 19, 1972, 10:00 a.m. and 2:00 p.m.
	St. Thomas Wesley United Church	April 19, 1972, 8:00 p.m.
	Grace United Church	April 19, 1972, 8:00 p.m.
Shaunavon	Credit Union	April 5, 1972, 2:00 p.m.
Shellbrook	Legion Hall	April 18, 1972, 10:00 a.m.
Strasbourg	Community Hall	April 12, 1972, 8:00 p.m.
Sturgis	Legion Hall	April 6, 1972, 2:00 p.m.
St. Walburg	Legion Hall	April 13, 1972, 2:00 p.m.
Swift Current	Composite High School	April 6, 1972, 8:00 p.m.
Tisdale	Legion Hall	April 5, 1972, 8:00 p.m.
Wakaw	Recreation Centre	April 18, 1972, 2:00 p.m.
Watrous	Civic Centre	April 12, 1972, 2:00 p.m.
Weyburn	Griffin Auditorium	March 30, 1972, 10:00 a.m. and 2:00 p.m.
Wilkie	Legion Hall	April 12, 1972, 2:00 p.m.
Wynyard	Civic Centre	April 11, 1972, 2:00 p.m.
Yorkton	Legion Hall	April 14, 1972, 8:00 p.m.

NORTHERN SASKATCHEWAN

La Ronge	Kitsaki Hall	June 19, 1972, 7:30 p.m.
Sandy Bay	School	June 19, 1972, 3:00 p.m.
Stony Rapids	School	June 20, 1972, 1:00 p.m.
Uranium City	Union Hall	June 20, 1972, 7:30 p.m.

APPENDIX C

BRIEFS, STATEMENTS AND LETTERS SUBMITTED TO MINISTER'S ADVISORY COMMITTEE ON COMMUNITY COLLEGES

Alsask Home and School Association

Battlefords Agricultural Society

Board of the Regina Public Library

City of Weyburn, The Chamber of Commerce, Weyburn Public and Comprehensive School Boards, Weyburn School Unit Board and Weyburn Community Development Committee

City of Yorkton

Committee for a Community College for Moose Jaw Area

Day Care Development Committee, Saskatoon

Graton Roman Catholic Separate School District No. 13 and Regina Roman Catholic Separate High School District

Lloydminster Chamber of Commerce

Lloydminster City Council

Lloydminster Public and High School District

Lloydminster Saskatchewan Teachers' Federation Local

Melville Comprehensive School Board

Melville and District Chamber of Commerce

North Battleford Collegiate Board

Regina Folk Arts and Cultural Council

Saskatchewan Association on Human Rights

Saskatchewan Association for Lifelong Learning

Saskatchewan Council on Social Planning

Saskatchewan Federation of Agriculture

Saskatchewan Federation of Labour

Saskatchewan School Trustees Association and Saskatchewan Teachers' Federation

Saskatoon Board of Education, School District No. 13

Saskatoon Council for Continuing Education

Senior Citizens Day Care Centre, Regina

Swift Current Chinook Regional Library

Wapella Home and School Association

Wapella Study Group

Yorkton Chamber of Commerce

Faye Adams, Keith Turnbull, Bill Curry - Regina

Judy Hooker, Ida Richards, Mark Hanley, Marjorie Heath, Susan Welsh, Duane Massing, Donna Allen - Regina

Allan Craig, Lashburn

Ken Falconer, Regina Campus

Dr. Fred Gardnercole, Saskatoon

Father J. Kutarna, Manor

Leonard Lusk, La Ronge

J. O. Mitchell, Regina Campus

Gerald Munt, Regina Campus

Mrs. Nelson Palmer, Moosomin

Donald J. Phillipon, Moosomin

Kent Lynn, Lumsden

LETTERS

Henry and Aline Zimmer, Lanigan

C. Baird, Councillor, Tisdale

Mrs. A. Blakeney, Regina

Miss Bunz, Muenster Home and School

Dr. Clark, Vancouver

Reverend & Mrs. Clark, Tisdale

Mrs. Deck, Brooksby

Debden Home and School, Debden

Mrs. Dever, Glen Bain

Esterhazy Catholic Women's League, Esterhazy

Esterhazy Credit Union, Esterhazy

Mr. Fedak, Tisdale

B. Gibson, Birch Hills District Board of Trade

Miss Glaze, Tisdale

M. G. Hall, Arcola

I. P. Harper, Community Planning, Department of Municipal Affairs

Mr. Hammel, R. M. of Lacadena #228

Robert Hodgins, Tisdale

N. Hutcheson, Wilkie

Mrs. Vonda Koslowski, Estevan

Miss L. MacDonald, Richard

Macklin Central School Board, Macklin

Miss Morgan, Lone Rock

Miss V. Palmer, Brooksby

Paradise Hill School District, Paradise Hill

Reverend Raaflaub, Nipawin

O. Senger, Southey

Mrs. Waddington, Yorkton

Mr. J. van Walsem, Regina

J. Wiebe, West Germany

Mrs. and Mrs. B. Williams, Lanigan

APPENDIX D

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